

COLLEGE OF WILLIAM AND MARY
METROPOLITAN CRIMINAL JUSTICE CENTER

REGIONAL CITY PROJECT
GRANT NO. 81-001-0

ROUNDTABLE CRIMINAL JUSTICE SYSTEM
PLANNING GROUP



College of William and Mary

WILLIAMSBURG, VIRGINIA

30195

COLLEGE OF WILLIAM AND MARY
METROPOLITAN CRIMINAL JUSTICE CENTER

PILOT CITY PROJECT
GRANT NO. NI 72-005-G

MODEL JUVENILE JUSTICE SYSTEM
PLANNING GUIDE

October, 1972

Introduction

The Model Juvenile Justice System Planning Guide is intended to chart the major activities in the juvenile justice area which the College of William and Mary Metropolitan Criminal Justice Center will undertake, in close cooperation and coordination with the host City Councils, City Managers' Offices, and appropriate city, regional and state agencies. The policy decisions reflected in this document are based on information and recommendations received from local, regional and state criminal justice personnel; on the baseline data (see Metropolitan Criminal Justice Center Baseline Data Outline, November 30, 1971) which has been and continues to be collected and analyzed by the Pilot City staff; on recommendations and ideas found in the juvenile delinquency, criminal justice and child services literature; and on proposed solutions suggested by Pilot City program staff members. The Planning Guide also draws heavily on the MCJC Comprehensive Juvenile Delinquency Control Plan (published on May 9, 1972), attempting to place the needs identified in that document into an overall conceptual framework and to identify specific steps by and responsibilities of the Pilot City program for addressing those needs. The Planning Guide has attempted, for the convenience of the reader, to condense and summarize all of these sources as much as possible; more detailed data and analysis is available from the program staff on any aspect of this publication.

This Planning Guide should also be read with reference to the College of William and Mary Metropolitan Criminal Justice Center Operational Guidelines (July 28, 1972), which state the basic purposes and research duties of the Tidewater Area Pilot City program and establish criteria and guidelines for the execution of those duties. Material in that document is not repeated herein.

The Planning Guide is divided into five sections dealing with General Issues, Police, Courts, Corrections and Data Management.

I. GENERAL ISSUES

A. Statutory Reform

Basic policy issues concerning the definition and processing of juvenile delinquency must finally be resolved by the appropriate legislative bodies at the local and state levels; the Pilot City Program has no policy-making role. As a research and planning unit the Program does have the responsibilities of pointing out issues which others might consider, providing the necessary analysis and information needed by local and state authorities in the legislative and policy-formulation processes, and assisting in experimentation with and evaluation of various possible resolutions. Three issues merit particular attention.

1. General legislative revision. The Virginia General Assembly is expected within the coming year to make technical changes in the Virginia Juvenile Code to clarify various ambiguities and resolve inconsistencies. Although a welcome and useful development, this revision will not provide the Commonwealth with a modern, comprehensive statute addressed to the delinquency issues of the last third of the twentieth century. The Pilot City Program will develop a model statute which addresses the two jurisdictional issues discussed immediately below and the other issues raised throughout this Planning Guide in order to stimulate further public and legislative consideration of the juvenile justice system.

2. The non-criminal act. The juvenile court may actually perpetuate deviance. "It does so by redefining normal problems of children and youth as special problems requiring legal action and restraining controls. In a real sense it causes delinquency by processing cases of children and youth whose problems might be ignored, normalized in their original setting or dealt with as family, educational, or welfare problems" (Lemert Instead of Court: Diversion in Juvenile Justice, National Institute of Mental Health (1971), 9).

Truancy, runaway, incorrigibility, beyond control, lewd or immoral conduct, and endangering the health of morals of oneself or others all refer to problems which may be least amenable to legal control and thus more appropriate for diversion to other public or private resources. (Rubin, Legal Definitions of Offenses by Children and Youths, Illinois L. Forum, 1960, Winter, 512-523; Alfred Kahn, Sociology and Social Work - Challenge and Invitation, Social Problems, 1957, 4, 220-228). Although arguments for legislatively and/or operationally removing such offenses from the jurisdiction of the juvenile court are persuasive, the arguments have seldom or never been tested empirically.

3. Juvenile traffic offenses. Approximately 30% of the cases in the juvenile courts of Tidewater involve charges arising out of the operation of a motor vehicle. The President's Commission of Law Enforcement and the Administration of Justice has recommended that all juvenile traffic offenses, except vehicular homicide and driving while under the influence of alcohol or drugs, should be heard in the adult traffic court (The Challenge of Crime in a Free Society, the President's Commission on Law Enforcement and Administration of Justice, 1967, at 85). Two major reasons are generally advanced for the removal of traffic offenses:

- a. Driving requires adult skills and responsibilities and is an adult privilege; a juvenile accepting this privilege should be held to the same standards as an adult and the same restrictions. The suggestion that such conduct is indicative of delinquent tendency is implausible, and exposing children to more severe sanction than an adult could receive is unfair.
- b. The major thrust of the juvenile court should be focused on serious and repeated juvenile offenses; the resources of many courts are severely strained by the heavy caseload of juvenile traffic offenses.

Again, the means and the effects of achieving such a radical transformation of the juvenile court have not been adequately evaluated and, at the very least, will require substantial and complicated planning.

The Pilot City Program will devote considerable resources to the investigation of the local need for, the development of information about, planning for, experimentation with, and evaluation of Youth Services Bureaus and other changes in the scope, content and operation of the juvenile justice process.

B. Criminal Justice Planning

Both the Operational Guidelines and subsequent sections in this Planning Guide call for the Pilot City program to effect substantial improvements in local criminal justice planning processes. In addition to the planning activities described below, *the Pilot City program will (1) provide for the training of personnel throughout the juvenile justice system in research, planning, data control, and management and (2) establish one or more full-time, short-term (one to six months) internships in the office of the Metropolitan Criminal Justice Center for agency personnel to conduct specific planning or research activities while on leave of absence from their agency.*

C. Discretion in the Juvenile Justice System

The innumerable discretionary decisions made in and during the criminal justice and juvenile justice process have been preliminarily identified and critiqued in recent years by the President's Commission on Law Enforcement and the Administration of Justice and other scholars in the criminal justice and administrative law fields [see e.g., Davis, Discretionary Justice, A Preliminary Inquiry (1969)]. The issue has rarely been the subject of concentrated study or of efforts at narrowing, confining, structuring, and checking discretion. In addition to the various programs and activities proposed in the following sections, *the Pilot City program will conduct an on-going project involving (1) the study of the exercise of discretion at various stages of the juvenile justice process and (2) efforts to improve and structure decision-making.*

D. Public Participation

The issue of the appropriate input of the public into the planning and operation of the program of the Metropolitan Criminal Justice Center has two aspects -- public participation in the general planning activities and policy decisions of the Pilot City program and public participation in various aspects of the programs receiving Pilot City assistance. *The Pilot City Program will (1) support appropriate citizen participation in all projects to which it contributes substantial planning or other assistance, and (2) support efforts to achieve appropriate citizen participation in the various local agencies in the Tidewater Area.*

II. POLICE

Unlike the specialized agencies in the rest of the juvenile justice system (juvenile detention facilities, juvenile court, juvenile probation department, juvenile correctional facilities), the police do not deal only with problems of and caused by children. Efforts at change and improvement cannot be focused only on the police juvenile division (assuming one exists) because such a division is a back-up unit for the patrol officer and because general departmental practices and policies are the main determinant of the juvenile bureau's duties, operations, and effectiveness. Thus, unlike the other responsibilities undertaken in this Planning Guide, the police activities of the Pilot City Program will be addressed to the entire range of police issues.

A. The Police Role

The accretion to the police over the years of a great number of non-criminal responsibilities (usually because no other agency was capable or available) is, unless consciously checked, likely to continue as our society grows ever more complex and the accompanying need for governmental regulation and services increases. The resulting ambiguities, contradictory demands, and police-role conflicts may also be important sources of police community frustration.

In order to have a model police system, communication, understanding and cooperation with the community at large and other public and private agencies are essential.

It is the community being served, acting through its elected representatives, which must determine basic roles, policies, and goals for the police. The Pilot City team has no legitimacy or authority to participate in the final resolution of these issues. It should, however, formally and informally press upon the host jurisdictions the need to make such decisions and provide information to the City Councils through the City Managers' offices on alternative policies regarding the police function and on alternative means of implementing those policies. The Pilot City team is also responsible, along with local personnel, for analyzing (and developing means of analyzing) the tangible and intangible costs of both crime-related and non-crime-related police roles. Finally, the Pilot City team is responsible for attempting to help our host cities experiment with and study the methods and the effects of alterations in the police role.

Thus the Pilot City Program will strive to foster consideration by each of the host jurisdictions of the precise responsibilities of the police and will provide information and other assistance for the consideration of this issue, for experimentation with various possible resolutions of this issue, and for the development of more sophisticated means of continually re-evaluating this issue in the future.

B. Research, Planning and Organization

The issue of the police role raises the related question of the development of efficient and appropriate strategies for police implementation of the city's law enforcement policies and achievement of its law enforcement goals. Police departments and other agencies in the Tidewater Pilot City area realize that the requisite research and planning capability is currently not available.

The development of an adequate police research and planning ability will require the establishment of new units within the departments. (The actual form of such units is itself a question for research, planning, experimentation and evaluation.) The first step in this development must be the improvement of communications both internally and externally. A viable police organization must have an internal command structure which provides for the effective exchange of information from the various hierarchies within it. Those in upper levels must not lose sight of the fact that that a police department's effectiveness is measured on the street and therefore must not allow themselves to become isolated in an ivory tower of administrative responsibilities that do not relate to the delivery of police services at the street level. The inclusion of line officers in mid- and long-range planning efforts (for example, by rotating line officers through the planning and research unit or including officers on departmental task forces to plan for future needs) is a must.

A sophisticated and adequately staffed research and planning unit must be available to all departments if administrators are to have access to information and alternatives for rational decision-making regarding (a) changes required to develop and implement strategies to achieve basic city policies and goals, and (b) experimentation with other structural changes such as the creation of special units, utilization of crime-specific planning techniques, and general means of cooperation and coordination with other agencies.

Assistance in experimental programs to (1) improve intra-departmental communication, (2) involve line officers in mid- and long-range planning, (3) develop effective research and planning capabilities, (4) institute effective management techniques, and (5) develop a crime-specific planning capability must be a keystone of Pilot Cities efforts in the areas of police research and planning.

In the area of police organization the Pilot City Program will support (1) establishment of a Youth Services Unit in one city, (2) development of a Model Juvenile Bureau in another, and (3) reorganization of a third for crime-specific efforts. Evaluation of these projects will provide the basis for further activity.

C. Police-Community Relations

Effective law enforcement depends not only on the respect and confidence of the public but on a close, direct and continuous communication between the police and every segment of the population. Strong community ties provide the base for police prevention, deterrence, detection and control. Perhaps the clearest indication of the present inadequacies in the relation between the police and the community is the fact that much crime that occurs is not even reported to the police.

All police officers must become police community relations specialists. The requisite interaction between the community and the police requires police officers who deserve and receive the respect of the community through their independent and group abilities and actions.

Thus, fully recognizing both the importance of police community relations and the ineffectiveness of PCR efforts in the past, the Pilot City program will initiate and provide assistance to such efforts upon a determination of (1) the relationship of such efforts to other police-related undertakings (policy regarding police roles, personnel, police planning and research, etc.). (2) the precise successes and failures, and the reasons therefor, of other PRC efforts throughout the country and (3) the establishment of specific goals, specific steps for reaching those goals, and specific tests for evaluation of PCR efforts.

D. Personnel Development

In order for any organization to operate effectively it must be adequately staffed. Determinations of manpower requirements depend largely upon the more basic decisions regarding the police role. As these police role decisions are made (see section II. A, supra), it is the responsibility of the departments to plan the means of performing these functions (see section II. B, supra), and, at this point, to make recommendations regarding the manpower required to effect these strategies. In cooperation with the appropriate city agencies, the Pilot City Program will support a variety of personnel development efforts.

Police departments must also carry on vigorous recruitment and retention campaigns if they are to upgrade personnel quality. One important technique consists of efforts at the high school level to develop a future manpower pool. *The Pilot City Program will attempt to provide planning and other assistance to such programs.*

Officers must be carefully selected. The selection process should be arduous and should weed out those who are not psychologically prepared to accept the immense responsibilities of being a police officer or those who are not intellectually capable of handling those responsibilities. Personnel standards must be constantly upgraded. *The Pilot City Program will assist in programs aimed at improving the personnel selection process.*

Once a man becomes a police officer he should be trained in those subjects and disciplines within which he will work. Basic training must offer instruction not only in crime related activities but also those of a crisis interaction and service nature. There must also be regular inservice training sessions which do not now exist in the departments in the Tidewater area. Supervisory and administrative personnel must also be offered additional continuing instruction. Local departments transfer personnel laterally into a different functional area or upward without providing guidance as to what the job requires or instruction as to how to do it. Officers at all levels require guidelines for the performance of their duties. *The Pilot City team will provide research assistance in this elementary and traditional yet crucial area.*

In order to maintain quality personnel each department must provide not only adequate salaries but also an opportunity for career development with rewards to recognize past service and to stimulate better performance in the future. Officers should be rewarded for their effectiveness at PCR or other street activities and should be offered the opportunity to remain in the street if they desire without loss of opportunity for improved salary and other rewards. *Toward this end, the Pilot City Program will try to help develop more effective and comprehensive methods of personnel promotion and reward to replace the current reliance upon subjective evaluations and standardized written examinations which may measure nothing more than the ability to memorize.*

The job functions of the officer must continually be reviewed in terms of the goals which have been set for the department. Those jobs which are menial in nature or which do not demand a knowledge of street activities (such as book-keeping, statistical analysis, etc.) should be assigned to civilians including professionals, para-professionals, ex-offenders, police helpers, apprentices, and cadet corps. Also.

duty and salary differentiation between civilians, police aides (community service officers, for example) and the professional officer may stimulate advancement, increase status, and help justify improved pay scales that are required to continually upgrade the police service. *The Pilot City Program will attempt to initiate and support such experiments.*

III. COURTS

A. The Intake Function

The intake process, crucial to the Juvenile Court concept, raises numerous operational and conceptual problems as it is now generally structured in the Tidewater area. The most basic is the statutory provision that lodges the final discretion of whether or not to file a petition against a child in the complainant, regardless of the findings of the intake division regarding the best interests of the child or the public or other findings regarding the legal sufficiency of the petition. No similar provision applies to the criminal process, and seems totally inconsistent with the intake process and juvenile court philosophy as now prevails in the Commonwealth. *The Pilot City program will address this policy question in the same manner described in Section I. A. for approaching similar issues.*

The composition of the intake department, the training and supervision of its staff, its hours of operation, its centralized or decentralized location(s), and its relation to the police screening process are all currently unresolved operational issues in the local intake process.

None of the local intake departments have developed or experimented with criteria for the various intake determinations, decisions and dispositions, including informal probation. Data fully describing current practices is also lacking at the present time.

Three supplements to the intake process -- the youth services bureau, the preliminary conference and the consent decree -- have increasingly been suggested by various commentators. Nothing resembling these resources or processes currently exists in any of the host jurisdictions, except for the CAST experiment (a youth services bureau) in the Model City areas of Norfolk. The various issues of procedures, dispositions and availability of resources are even more complicated than the other related questions in the intake process, but the claims for these programs deserve exploration by a pilot juvenile justice system.

The Pilot City program will undertake one or more studies or programs to explore each of the major intake issues outlined above.

B. Adjudication

With the major exceptions in Sections C & D, *infra*, the Pilot City Program will not devote substantial time to the adjudicatory process. Neither the base-line data or other sources indicate any serious deficiencies at this stage except

that Juvenile Courts in the Commonwealth are not courts of record, contrary to most nationally-recognized juvenile court standards. This particular issue has recently been fully analyzed by a legislative committee and would not be further clarified by input by the Pilot City Program at the present time.

C. Counsel in the Juvenile Court

The right to counsel was a fundamental issue in the landmark case of In re Gault, 387 U. S. 1 (1967). "A proceeding where the issue is whether the child will be found to be delinquent and subjected to the loss of his liberty for years is comparable in seriousness to a felony prosecution. The juvenile needs the assistance of counsel to cope with the problems of law, to make skilled inquiry into the facts, to insist upon regularity of the proceedings and to ascertain whether he has the defense and to prepare and submit it". (387 U. S. 1 at 36) (1967). The child requires the guiding hand of counsel at every step of the proceeding against him.

The President's Commission on Law Enforcement and Administration of Justice has made even stronger recommendations concerning the right to counsel:

"Counsel must be appointed where it can be shown that failure to do so would prejudice the right of the person involved... Nor does reason appear for the argument that counsel should be provided in some situations but not in neglect. Wherever coercive action is a possibility, presence of counsel is imperative.... Counsel should be appointed... without requiring any affirmative choice by child or parent." President's Commission on Law Enforcement and Administration of Justice, Task Force Report, Juvenile Delinquency and Youth Crime 31, 33, 35 (1967); President's Commission on Law Enforcement and Administration of Justice, Challenge of Crime in a Free Society 87 (1967).

Except for the rare instances where counsel is retained, representation of defendants in juvenile court is entirely by appointed counsel, who receive a maximum reimbursement of \$75 per charge, and the State is often not represented by the Commonwealth Attorney.

The Pilot City program will explore the provision of complete defense and advocacy services for every child referred to juvenile court on non-traffic charges and participation by the Commonwealth Attorney's office in every such case.

D. Court Management

The Tidewater Area Juvenile Courts are not at present experiencing serious case backlogs. Other factors and practices, however, generate average case processing periods for detained children of nearly a month. Some of the area courts do not have professional court managers and continue to rely on traditional methods of management and information processing; there is also, at present, inadequate planning for future demands. In addition to experimentation with and evaluation of the Juvenile Based Transaction Statistics Information System (see Section V. A.), the Pilot City Program will conduct or support studies to determine the management requirements of the Tidewater Area Juvenile Courts and the appropriate functions of a juvenile court administrator.

IV. CORRECTIONS

"Juvenile Corrections" has traditionally meant the process of rehabilitating the juvenile who has been formally adjudicated delinquent. In recent years, the concept of juvenile corrections has expanded to include rehabilitative efforts for those juveniles whose behavior has brought them to the attention of police and school officials, but which does not necessarily result in official processing through the juvenile court. Delinquency prevention activities may, with equal validity, also be considered a function of corrections. The same is true of detention. What all of these activities have in common is a certain approach to and a certain group of skills utilized in the solving of similar problems.

A. Prevention

Juvenile justice system officials and school officials must jointly decide and allocate their respective responsibilities in identifying and treating potential "problem children" both prior to delinquency incidence and after the first incidence of delinquency in specific situations. Truancy and behavioral problems are two of the most important targets; Chesapeake and Virginia Beach are now in the final planning stages of a pre-delinquent identification treatment program (the Camp Pendleton Project) which will initially address these two problems. The various results and effects of the project should develop a great deal of knowledge about the appropriate identification of and responses to predelinquency situations, should provide important information for deciding the respective responsibilities of the juvenile justice system and of the school system for such situations, and should in the long-run reduce the number of failures produced by each system. For the present, adequate funding for the planning, implementation and operation of this project appears to be available from other sources. The Pilot City program has been contacted by the planners of this project regarding extensive long-term effectiveness evaluation which should be an integral part of the project. *The Pilot City Program will support the appropriate evaluation of the Camp Pendleton Project.*

A large percentage of juvenile offenses involve children who are school dropouts or who have a history of school failure. This may be due in part to the failure of the school system to provide the child with a curriculum suited to his needs or to provide the child with the motivation to succeed in such a program. Local departments of education should examine their curricula to determine that the needs and interests of all children are being met. Particular emphasis should be placed on determining the extent to which the educational and other needs of the low I.Q. child, especially that child whose

I.Q. falls above the intelligence level for entrance into remedial or special education, but below that necessary to succeed in college or business oriented programs, are being met. School systems must also determine the adequacy of their psychological testing procedures for children who show signs of emotional disturbance. Finally, the extent to which the school system and community in general are adequately responding to the needs of the borderline, retarded, and emotionally disturbed child must be accurately determined. *The Pilot City Program will assist to the extent possible in the conduct of such studies.*

The importance of family counseling is beginning to be recognized in the corrections area; the science of family counseling is still at a primitive level. It is important to know the extent to which family counseling may be useful at the preventive or pre-delinquency stage. Thus, the Pilot City Program will provide for a study of the potential usefulness of family counseling in pre-delinquency situations and in cases of children referred to the Court for juvenile-only offenses, which often are indicative of underlying family problems.

B. Juvenile Detention

The Pilot City Program is now completing a study of juvenile detention in Norfolk. This hitherto unavailable information is already being utilized in juvenile detention planning in the city. The same study will also provide the design for a similar study and subsequent programs in three Tidewater Cities now served by a regional detention center.

The issue of generally agreed upon, consistently applied detention criteria has not been addressed in the Tidewater Area. Detention criteria are required both as a matter of fairness and in order to make rational plans regarding detention facilities in conjunction with study data showing the incidence of various kinds of children appearing before the juvenile court. Such criteria must include the eligibility of various types of children (age, allegedly delinquent, allegedly neglected, allegedly in violation of "for-children-only" statutes) for various detention facilities (detention centers, shelter care and criteria for detention or non-detention).

The provision and conduct of juvenile detention hearings raises another group of issues (timing, procedure, issues, representation) which must also be addressed.

The Pilot City Program will continue to give high and immediate priority to the juvenile detention issue and considers itself responsible for the development, testing, and evaluation of detention programs which significantly reduce the incidence

of secure detention while better serving the interests of each child, the court and the community. Toward this end, the Pilot City Program will continue to conduct necessary studies and cooperate with, support, and utilize current local and state planning regarding juvenile detention in Norfolk and the implementation by Chesapeake, Portsmouth and Virginia Beach of a group home system which includes detention facilities.

C. Dispositional Alternatives

1. Diagnosis and Evaluation. The effectiveness of the dispositional decision depends, first, on the accuracy of the diagnosis of the child's needs and the determination of the treatment program which will most completely respond to these needs and, second, on the quality of the available treatment alternatives. The Pilot City Program will design and evaluate a highly-skilled, pre-disposition, diagnostic and evaluation service. The Program will also study and evaluate the dispositional alternatives presently available to the Court.

2. Probation. An effort is being made to maximize the utility of probation as a rehabilitative tool. Toward this end, the Pilot City Program will establish a model probation unit to evaluate the results of probation field officer participation in the diagnostic decision, the effectiveness of a reduced probation supervision caseload, and the effectiveness of a decentralized probation system in providing more adequate supervision of probationers and utilization of community resources.

3. Juvenile Correctional Facilities. The Pilot City Program will concentrate its efforts in the juvenile correctional facilities area on the study and development of local correctional facilities. The Pilot City Program will help plan, support, and evaluate (1) a regional system of small group homes, each employing a specific type of therapeutic milieu so that comparison of recidivism rates from each type of treatment approach can be made; (2) one or more public institutions serving the needs of the emotionally disturbed delinquent youngster who requires psychiatric care; (3) one or more camping programs and facilities which will serve delinquents whose deviant behavior is responded to most appropriately as an environmental rather than psychological condition. A non-punitive recreational approach may be conducive to the development of good peer relation, respect for authority, ego development, and status acquisition through non-norm violative behaviors. In addition, the Pilot City Program will encourage the recruitment of additional foster homes for the placement of dependent and neglected youngsters in the four-city area. Finally, it will study the need for the establishment of shelter-care facilities to serve the dependent and neglected and those youngsters whose delinquency is of a "minor" nature, but who require removal from their natural home.

D. Personnel Development

Correctional staffs generally must be more highly educated and more highly skilled in the use of varied treatment techniques. Thus, in cooperation with appropriate local officials the Pilot City Program will undertake the same type of personnel program experiments as described in Section II, D, supra.

V. DATA MANAGEMENT

A. Juvenile Based Transaction Statistics Information System

Several recent studies (see, e.g., President's Commission on Law Enforcement and Administration of Justice, Task Force Report on Science and Technology, page 68) have indicated that the effectiveness of criminal justice agencies is greatly hindered by the lack of adequate information required for timely problem identification, problem solving, and decision making. The weaknesses are those associated with any antiquated manual system, which continues to function, to the extent that it does, largely on the dedication of over-worked clerical staffs in the various criminal justice agencies. These existing manual information systems, designed at the turn of the century, do not provide and do not have potential of providing the quality and quantity of information required for intra-agency operation and inter-agency coordination. Antiquated information management is a major obstacle to achieving the goal of a criminal justice system in which various agencies act in concert to provide protection to the community and justice and assistance to the alleged offender. Each of the four Cities comprising the Pilot City research area is experiencing these problems. Three have recently completed detailed surveys of the information flow within their criminal justice agencies; the fourth has developed a comparable base through several independent feasibility and management studies. The Pilot City program, utilizing these surveys and studies as well as its own research, has developed a Juvenile Based Transaction Statistics Information System set of specifications which identifies appropriate data elements and file content. *These specifications will be converted into a system design, which will initially be implemented and evaluated utilizing a batch processing mode in one city and an on-line figuration in a second. An effectiveness review after the cities have converted from their present manual system will determine which mode should be transferred to the other two cities in the Tidewater Pilot City area. The proposed system will contain that dynamic information essential to the operation of the system and will provide appropriate controls on access to information systems.*

B. Evaluation & Selection of Juvenile Corrections Programs

A major purpose of the juvenile justice structure is the rehabilitation of juvenile offenders. At the present time, agency personnel do not always have the necessary information for determining what should be done when juvenile problems are identified; as a result, unsuccessful services are often repeatedly used because the historical information relative to the effects of the various treatment programs has not been recorded and is not known.

Although children are complex they are also malleable and any system whose objective is the rehabilitation of offending juveniles must be able to measure precise changes in behavior and behavior patterns, which, when analyzed and reviewed, will aid in selecting and maintaining the proper treatment program(s).

Measurement of these complex issues of behavior trends and behavior characteristics requires extensive amounts of precise data maintained in an organized form. Conventional and manual methods for collecting and measuring reaction and behavior are totally inadequate.

The selection of rehabilitative programs should be based on the proven probability of success for a given or developed behavior profile. The degree of success will be directly related to the extensiveness of correlation studies made over a significant period of time and with a significant amount of data, thus insuring that the conclusions have been validated to an acceptable degree. This capability will require, as a minimum, a form of multiple linear regression correlation analysis for assurance that all changes in pattern and trend have been taken into consideration.

Thus, an information system must be sensitive not only to the informational needs of the juvenile court and juvenile justice authorities but also to the need for developing and/or selecting more effective rehabilitative programs for juvenile delinquents. The evolved system must therefore identify the needs of the child so that responsible and responsive "highest probability" rehabilitation programs can be selected. The system must follow the child throughout the entire process and record his recidivism or successful treatment. This information must then be used to improve precision in selecting treatment programs for future application to similar children exhibiting similar behavior trends.

The information systems developed by the Pilot City program will be utilized in a systematic effort to explore the potential usefulness of computerized information systems technology in the evaluation of juvenile justice and youth service programs of agencies responsible for the treatment and correction of juveniles.

C. Transferability

The main purpose of the Criminal Justice structure is to process and control violators of society's laws. Information is an important tool and must be provided in all forms of planning, problem solving and decision-making actions of the agencies comprising the structure. Although the philosophy and methodology of processing a juvenile through the criminal justice structure differs in some aspects from the processing

of an adult offender, a significant degree of commonality of agency operations exists. In order to maximize the resource consumption associated with the systems design and programming efforts required to implement the Juvenile Based Transaction Statistics Information System, the system should be analyzed to determine which techniques and modules could be duplicated for adult offender processing.

The Pilot City Program will accomplish the analysis of and develop the specifications of an Adult Based Transaction Statistics Information System.

END

7 ables/ma